

Chapter 9

PERSONNEL SUPPORT TO CIVILIANS

This chapter describes the mission, proponentcy, and support principles for providing personnel support to deployed civilians during war and operations other than war (OOTW).

MISSION

The civilian personnel management system ensures that deployed civilians are accounted for and that they receive personnel services. The wartime dimension of civilian personnel management is a subset of the BASOPS civilian personnel management function. As such, it is manned entirely in the table of distribution and allowances (TDA) structure. The civilian TDA structure with support from the military personnel support system provides personnel support to deployed civilians during war and OOTW. Support begins prior to the deployment and lasts until the civilian redeploy. Deployed (or alerted for deployment) DA civilian personnel/families are entitled to the same benefits and privileges afforded to soldiers/family members unless precluded by statute.

Historical Perspective

During Desert Shield/Desert Storm, Army civilians deployed in Southwest Asia reached a high mark of over 1500 in over 100 different occupational specialties. They came from various commands from throughout the Army.

PROPONENTCY

The following organizations are proponents for various categories of civilians who may be deployed in support of an operation.

The functional proponent for Army personnel support to DA civilians (appropriated and non-appropriated fund (NAF) employees) is HQDA

ODCSPER. Contracting activities and contracting officers provide contractual oversight for contract civilians. The Army and Air Force Exchange Service (AAFES) performs NAF civilian personnel management for AAFES personnel.

The functional proponent for deployed American Red Cross (ARC) personnel is the U.S. Army Community and Family Support Center, Family Support Directorate (USACFSC-FS). Deployed ARC personnel are considered special staff under the G1 of the unit they are deployed or collocated with. The G1 is responsible for coordinating and providing their personnel support.

The following regulations provide additional policy and procedural guidance for the civilian personnel management system:

- AR 5-3, Installation Management and Organization.
- AR 215-3, Nonappropriated Funds Personnel Policies and Procedures.
- AR 500-5, The Army Mobilization Operations, Planning, and Execution System (AMOPES).
- AR 600-8-14, Identification Cards, Tags, and Badges.
- AR 690-11, Civilian Personnel Mobilization Planning and Management.
- AR 930-5, American National Red Cross Service Program and Army Utilization.
- FM 100-22, Installation Management (Draft).
- DoD Directive 1200.7, "Screening the Ready Reserve."
- DoD Directive 1404.10, "Emergency-Essential (E-E) DoD U.S. Citizen Civilian Employees."
- DoD Directive 1400.31, "DoD Civilian Work Force Contingency and Emergency Planning and Execution (Draft)."
- DoD Directive 3025.14 "Noncombatant Evacuation Operations."
- DoD Instruction 1000.1, "Identity Cards Required by the Geneva Convention."
- DoD Instruction 1444.2, "Consolidation of Automated Civilian Personnel Records."
- DoD Pub 1400.25-M, "Civilian Personnel

Manual (CPM)."

- Title II, Section 2311 (a) of Public Law 96-465, "Foreign Service Act of 1984."
- Chapter 47 of Title 10, United States Code.

DOCTRINAL REQUIREMENTS AND STANDARDS OF SUPPORT

Military and civilian personnel managers are responsible for providing the personnel support described in Chapters 1 through 8. The civilian personnel management system provides essential civilian personnel and the services necessary for their sustainment. The Human Resources Directorate (HRD) or HRD element in theater is under the staff supervision of the DCSPER/GI. The HRD performs civilian management for DA civilians on an installation or area basis. At some installations, the HRD may be called the Civilian Personnel Office (CPO). Also, some DA civilians may be serviced by a Civilian Personnel Advisory Center for their region.

The following paragraphs describe the different doctrinal requirements and standards of support when providing personnel support to civilians.

PERSONNEL READINESS MANAGEMENT

The peacetime replacement system requires the Army service component commander to identify civilian requirements. Just as with soldiers, the personnel readiness managers at every level must predict civilian personnel requirements based on current strength levels, projected gains, estimated losses, and the projected number of civilians returning to duty from medical facilities.

PERSONNEL ACCOUNTING AND STRENGTH REPORTING

The civilian personnel management system must account for civilians, report strength-related information, and update command data bases. Where the civilian system is not available (such as

for a deployed battalion), the military system accomplishes these functions and sends this information through the PSB/SI/GI channels to the senior DCSPER/GI or the civilian personnel cell, if established. The personnel management systems's control over the final processing and departure of civilians to the theater is key to the accountability of civilians in the area of operations.

Military and civilian personnel managers are responsible for accounting for civilians in the area of operations. They record by-name data on civilians when they arrive and depart units and when their duty status changes, for example, from duty to hospital. They are also responsible for strength reporting from unit level, through automated updates (on systems such as the Army Civilian Personnel System (ACPERS) and ACPERS-Light (when available) throughout all echelons of command to the civilian personnel data base. Military personnel managers from the senior personnel unit account for all civilians when a civilian personnel cell is not in the area of operations. They must be able to access civilian personnel information to provide total force accountability through automated means such as ACPERS-Light or future SIDPERS interfaces.

CASUALTY OPERATIONS MANAGEMENT

Casualty reporting for deployed civilians is conducted in the same manner as for soldiers, as outlined in Chapter 3, Casualty Operations Management. This includes proper notification of civilians' next of kin. They are notified using the same procedures as prescribed for the notification of soldiers, as outlined in Chapter 6, AR 600-8-1. Emergency POCs at their organizations are notified by USTA PERSCOM. Categories of civilians for which a casualty report is required are listed in Chapter 2 of AR 600-8-1.

REPLACEMENT MANAGEMENT

Civilian personnel managers will need to replace

individual civilians due to normal rotations out of the area, on emergency leave, or casualties. Just as with soldiers, replacement managers require real-time access to basic information about all civilian replacements, movement status from the point of origin, and assignment information to determine the final destination of replacement and RTD civilians. USTA PERSCOM designates a CONUS replacement center(s) (CRC) or other locations through which civilian replacements process through to the theater of operations.

PERSONNEL INFORMATION MANAGEMENT

Just as with soldiers, the personnel information management system (currently ACPERS) provides essential personnel information to commanders, civilians, and families (through the appropriate civilian organization). The information system integrates and distributes the information products necessary to assign, account for, and sustain civilians on the battlefield. Chapter 27 describes the future requirements for SIDPERS integration or interface with ACPERS. Information management also ensures the proper documentation of achievements of deployed civilians.

HRDs manually post DA civilian employee information in the Official Performance Folder (OPF) which is the manual DA civilian personnel record. The Employee Performance Folder (EPF) is located within the OPF. The OPF and EPF maintenance are described in the Federal Personnel Manual and local HRD or CPO handbooks.

The deployment record for civilians deploying with a unit is prepared and sent by the HRD at the final processing site to the area of operations. If an HRD element is deployed, it will maintain the deployment record and issue any replacement identification documents. If an HRD element is not deployed, the senior theater personnel manager will coordinate with the appropriate commander(s) to designate a PSB element(s) to maintain the deployment record and issue replace-

ment identification documents. Civilians deploying individually will carry their deployment record to the deployed HRD/PSB element. The deployment record serves as a field file. It may consist of a personnel data sheet, SRP (Soldier Readiness Program) checklist, medical summary, copy of the DD Form 93 (Emergency Data Card), clothing and organizational equipment record, theater clearance, and any other requirements as stated in AR 600-8-101, Personnel Processing (In-and-Out) and Mobilization Processing, and as directed by HQDA/USTA PERSCOM.

Each deploying civilian fills out a DD Form 93 to ensure proper notification of next of kin in case the civilian becomes a casualty. The servicing HRD/CPO maintains a copy of the DD Form 93. The HRD/CPO forwards the original DD Form 93 to the USTA PERSCOM.

The following life insurance designation forms must also be reviewed prior to deployment:

- CSRS SF 2808, Designation of Beneficiary.
- FERS SF 3120, Designation of Beneficiary.
- FEGLI SF 2823, Designation of Beneficiary.
- SF 1152, Designation of Beneficiary, Unpaid Compensation of Deceased Personnel.
- TSP SF 3, Designation of Beneficiary, Federal Retirement Thrift Savings Plan.

For contract civilians, the company name and its emergency POC and POC phone number must also be obtained by the CRC or mobilization station. This information is provided to the USTA PERSCOM civilian personnel liaison and placed in the deployment record.

POSTAL OPERATIONS MANAGEMENT

Postal services, to include free mail, are provided to deployed civilian personnel in the same manner as for soldiers (as described in Chapter 6, Postal Operations Management). Contract civilians may use the zip code of the primary unit they support (for example, the zip code of the HHC of the division or corps support group) unless the

Military Postal Service Agency (MPSA) has designated a separate zip code. The postal platoon and the S1 provide the same support to contract civilians who move from unit to unit as they would for a soldier who changes units. Just as with soldiers, civilian addresses must be kept current, primarily with change of address cards.

MORALE, WELFARE, AND RECREATION AND COMMUNITY SUPPORT

Deployed civilians will have access to recreational activities, goods, services, and community support programs such as the American Red Cross, family support, and the exchange system.

ESSENTIAL PERSONNEL SERVICES

The home station HRD and deployed civilian supervisors ensure that deployed civilians receive essential personnel services and treatment comparable to that received by civilians who are not deployed. These services may include such areas as DA civilian awards (performance, QSI, special act monetary suggestions awards), DA civilian performance appraisals/ratings, supervisory documentation, appointments, career programs, promotions and reductions, identification documents, health insurance, and leaves.

MOBILIZATION AND DEPLOYMENT

AR 690-11, Civilian Personnel Mobilization Planning and Management, AR 500-5 (AMOPES, Annexes C and E), and Chapter 25 of this manual provide further guidance on deployment of civilians. To ensure accountability and preparedness of deploying civilians, USTA PERSCOM and HQDA DCSPER may designate a single deployment site for all CONUS-based DA civilians, Army contractors, and American Red Cross employees departing on TDY or individually deploying to an operation.

Personnel readiness managers and HRDs pre-

identify civilians (and potential replacements) who will deploy in an operation and ensure that they maintain a state of wartime preparedness to include preparation of family care plans. The Army Materiel Command Logistics Assistance Program is an excellent example of how a command can pre-identify CONUS-based employees who will deploy. When deploying civilians are not pre-identified, commanders seek volunteers or exercise management authority as a last resort. Personnel management centers (PMC) plan for the support of deployed civilians and plan to assimilate them into the military personnel support system where appropriate.

EMERGENCY-ESSENTIAL POSITIONS

A key element in identifying civilians who will deploy is to define emergency-essential positions, as outlined in DoD Directive 1404.10, Emergency-Essential (E-E) DoD U. S. Citizen Civilian Employees. An E-E position is a position overseas or to be transferred overseas during a crisis situation, or which requires the incumbent to deploy or perform temporary duty assignments overseas in support of a military operation. E-E designations are limited to positions that ensure success of combat operations or that support combat-essential systems. E-E positions require uninterrupted performance to provide immediate and continuing support. The unit and the HRD annotate position descriptions and vacancy announcements as E-E.

E-E civilians must be U. S. citizens, not subject to military recall. Family members of forward-deployed E-E civilians are evacuated from a crisis location with the same priority and afforded the same services and assistance as family members of military personnel.

A signed E-E statement of understanding is preferred to ensure that civilian members are fully aware of the Army's expectations. However, a commander can direct DA civilians not designated

Personnel managers recommend to and receive policy from the G3/commander regarding the deployment of civilians in the area of operations. An example would be policies coordinated with the command judge advocate general directing that civilians not be used in tactical operations where direct fire is expected or not used further forward than brigade rear, since DoD civilians may not be used in areas that are inherently unsafe or would "unreasonably subject them to the possibility of death or grievous bodily injury," as determined by the commander.

INSTALLATIONS

Installation responsibilities during early deployment stages are the following:

- Provide initial processing of deploying civilians before their movement to the final deployment site. Provide them with documentation that AMOPES requirements have been fulfilled. Documentation includes a valid passport with appropriate visa, medical and dental records, and proof of security clearance type/level. The final processing activity ensures that a deployment record is established and sent to the area of operations.
- Equip, train, and complete soldier readiness processing for all deploying civilians not accompanying units to theater and provide/coordinate for transportation to the central processing facility or replacement center.

HUMAN RESOURCE DIRECTORATE

The HRD performs civilian management for civilians on an installation or area basis. The HRD at the installation continues to maintain deployed civilians' records and ensure that they are considered for higher positions for which they are eligible.

Local HRDs provide additional guidance in manuals such as the Supervisor's Handbook. For example, an installation HRD may publish the

following handbooks:

Supervisor's Handbooks, Book 1 - Personnel Processing and Employee Services and Benefits

Supervisor's Handbooks, Book 2 - Injury Compensation

Supervisor's Handbooks, Book 3 - Recruitment and Placement

Supervisor's Handbooks, Book 4 - Training and Development

Supervisor's Handbooks, Book 5 - Performance Management

Supervisor's Handbooks, Book 6 - Management and Employee Relations

Supervisor's Handbooks, Book 7 - Hours of Duty, Pay and Leave

Supervisor's Handbooks, Book 8 - Position Management and Classification

Supervisor's Handbooks, Book 9 - Employee Conduct, Discipline and Adverse Actions

Supervisor's Handbooks, Book 10 - Mobilization

These handbooks list additional references in the Federal Personnel Manual System.

MACOM

MACOMs ensure that deploying civilians complete the initial readiness processing before moving to the CRC or other central processing center (if used). If a central processing center has not been established or the CRC has not been activated, MACOMs will ensure that the installations deploying civilians have adequate procedures in place to ensure that all deployment actions have been completed prior to the individuals' departure from the installation.

USTA PERSCOM

The Civilian Personnel Management Directorate (CPMD), USTA PERSCOM, is an integral part of the systemic network representing the interests of deployed civilians. CPMD provides additional guidelines for the deployment of civilian employees. During early deployment stages, CPMD performs the following:

- Realign requisition authorities within ACPERS to recognize the deployed civilian force composition.
- Provide guidance to the lead corps AG or division/force G1 for establishing an electronic link to ACPERS
- Provide/arrange for HRD/CPO element(s) to support deployed civilians.

HQDA, DCSPER

The Civilian Personnel Directorate, HQDA, DCSPER establishes policies which enable commanders to identify, deploy, and care for Army civilians and their families as part of the total force. The directorate also provides guidance for contract civilian deployment and travel orders.

ARMY CONTRACTING AGENCIES

In most cases, contractors provide personnel support to their civilians. Exceptions should be stated in the contracts so appropriate support planning can take place. Contracting activities/contracting officers ensure that all contracts requiring contractor employees to travel to an area of operations comply with the personnel policies and procedures set forth by the ODCSPER. Implementing rules and procedures, and guidance are issued by the Office of the Assistant Secretary of the Army for Research, Development, and Acquisition in the Army Federal Acquisition Regulation (AFAR) and in the AFAR supplement, Manual 2, Contingency Contracts. In most cases, invitational travel orders are prepared by the requiring activity and coordinated with the cognizant contracting

officer. Units and staffs which have contract civilian support in the area of operations report the total number of contract civilian and critical personnel information to the PMC.

OTHER CATEGORIES OF CIVILIANS

Besides DoD civilians, American Red Cross personnel, and contract civilians, many other categories of civilians maybe in the area of operations. Examples are family members, civilian media representatives, visiting dignitaries, representatives of DA-sponsored organizations such as the United Services Organization and banking facilities, and citizens for whom local State Department officials have requested support. In certain situations, their presence maybe command-sponsored and the Army provides support. As stated previously, casualty reports are required on any U.S. civilian in the categories outlined in AR 600-8-1. In other cases, their support may take additional coordination, as described in the following paragraph on civilian media representatives.

Civilian media representatives will often be in an area of operations in large numbers. If their presence is command-sponsored by the Army, the Army provides support when appropriate. In cases where the media representatives are present without sponsorship, they should be directed to the PAO or theater media center for accreditation prior to receiving support unless it is of an emergency nature. Public affairs doctrine is in FM 46-1, Public Affairs Operations.